

F-I-N-A-L - - D-R-A-F-T-  
12/11/2008

December 15, 2008

Governor Chet Culver  
Governor's Office  
Capitol Building  
L-O-C-A-L

RE: Iowa Vertical Infrastructure Advisory Committee  
Tenth Annual Report

Dear Governor Culver:

The Vertical Infrastructure Advisory Committee is pleased to submit its Tenth Annual Report. Since Executive Order #3 was signed in 1999 and the Vertical Infrastructure Advisory Committee was established, great progress has been made in improving the State's aging infrastructure. However, in 2008 the momentum of progress slowed significantly when the \$40 million in major maintenance funds previously appropriated for FY2009 was reduced to \$15 million and the \$3 million in Routine Maintenance funds was reduced to \$1.4 million. This funding is the lifeblood of over 900 state buildings and institutions for which the Committee provides advice. The 12 agencies and divisions the committee works with, including the Departments of Corrections, Human Services, Administrative Services and Veterans Affairs, rely heavily on the support of these appropriations to repair and maintain their facilities. With the reduction in funding, a number of life, health and safety projects have been put on hold at institutions around the State.

Unlike many other constituencies, buildings do not have a voice to articulate their concerns. They cannot lobby at the Capitol for repair funds nor can they compete for funding when natural disasters like the floods of 2008 hit or when other problems arise and take priority. But these buildings are critical to the operations of the agencies and constituencies they serve. Many of them serve as reminders of Iowa's history and evolution. The State Training School in Eldora was built in 1868, 3 years after the civil war ended. Terrace Hill, completed in 1869, has seen the skyline in Des Moines change dramatically over the past century and a half. The Capitol, which was completed in 1886, has been the home to over 60 general assemblies and 30 governors. The Anamosa State Penitentiary was built over 136 years ago and still operates with some of the same building components and mechanisms used in its creation, including cell doors and sally port gates.

This committee strongly believes that these buildings and institutions are well worth maintaining. These buildings have seen the State of Iowa change over the years and will bear witness to more changes than any of us in our lifetimes. They require and deserve a stable and predictable source of funding.

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Funds invested now will most certainly result in savings in the future, not only in terms of money, but in terms of reduced risk to the employees and residents who depend upon these buildings to provide them with a safe living and working environment. Therefore, the committee humbly requests your support as we seek more funding and predictable funding so that the improvements that are necessary and on-going can be thoughtfully, strategically and economically implemented.

The members of this committee are will continue to offer advice on the needs of the state's aging infrastructure and steps that could be taken to evaluate vacant and underutilized buildings and reduce operational and maintenance costs. This report summarizes the work of the committee over the last year and its vision for the future. If you have any questions about the attached report, the committee is ready to address them at your convenience.

On behalf of the committee,

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Dean Ibsen, AIA, NCARB  
Vertical Infrastructure Program Manager  
Department of Administrative Services

# **Tenth Annual Report to the Governor**

## **December 15, 2008**

Since Executive Order #3 was signed in February 1999, the members of the Vertical Infrastructure Advisory Committee have worked actively with the agencies associated with the Vertical Infrastructure Advisory Committee to prioritize repair needs, develop procedural improvements, evaluate progress and promote the need for funding. All seven positions on the committee are filled. The committee met 13 times at 14 (verify) different locations around the state during 2008. As in 2007, the committee developed a plan of action to focus its work and evaluate progress. This report will outline some of the accomplishments the Committee has seen and will summarize the results of the plan of action.

One of the greatest accomplishments of the State in recent years was the recognition in 2006 that multi-year funding for major maintenance enables more careful and economical planning, and the committee assisted with development of a four-year allocation plan for funds that were appropriated at the time. Unfortunately, the FY2009 appropriation was reduced from \$40 million to \$15 million, and summer flood damage necessitated the reduction of routine maintenance funding from \$3 million to \$1.4 million. The Vertical Infrastructure Advisory Committee has working closely with staff to provide recommendations on reallocation of the reduced funds to meet the most critical needs around the state.

Since our work began in 1999:

- more than \$14.6 (verify) million has been distributed to 12 state agencies and divisions for routine maintenance work,
- \$128.35 (verify) million has been appropriated for major maintenance work through FY2008
- another \$15 million has been appropriated for FY2009, although funds are not yet available
- more than \$59.3 (verify) million has been spent for major maintenance projects,
- work is underway or will begin shortly on the balance of projects for which major maintenance funds are available, and

Projects have been identified for the entire 63.5 million in multi-year funds appropriated in 2006 and the committees and agencies are planning strategically and collaboratively to manage the work as efficiently and cost-effectively as possible.

Progress on the backlog of major maintenance continues with your help in support of major maintenance funding:

- Primary electrical distribution systems—the core of operations for security, technology and safety in any building—are now repaired or replaced at Cherokee, Eldora, Independence, Toledo, Woodward and Glenwood. Work is continuing at Fort Madison and Anamosa. Electrical system repair work is beginning or continuing at Mitchellville, Mount Pleasant and Clarinda. Work continues on the balance of the older institutions following a plan based on priorities.

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- In 2007 the committee and staff implemented a long-range plan for repair and replacement of roofs around the state. Many of those projects have been or are nearing completion. The project bid packages were consolidated to save staff time and offer roofing contractors the opportunity to bid on a number of roofing projects at the same time. It is estimated that this alternative bidding strategy saved the State both time and money.
- Work continues on upgrades to improve access to facilities—to meet the needs of the citizens of Iowa and the requirements of the Americans with Disabilities Act—with continuing assistance from the Department of Administrative Services' ADA Advisory Committee. Work is beginning on restroom improvement projects at the Centennial Building in Iowa City, and installation of ramps at some of the cottages at the Iowa Veterans Home and on a ramp for visitation area of the dormitory at one of the Iowa State Penitentiary farms. Contracts are in place with ten architectural/engineering consulting firms and, as with the roofing projects, some of these firms will provide strategic assistance in addressing additional accessibility improvement projects and to begin work on several elevator upgrades necessary to meet ADA requirements.

In May the committee reviewed more than 150 project requests for the major maintenance funds anticipated in FY2009. Projects had been previously prioritized in anticipation of \$40 million. Unfortunately, funds were reduced from \$40 million to \$15 million, so the committee worked closely with the agencies to re-prioritize the work in light of limited funding. Also, availability of the funds has been delayed pending the sale of bonds and this has required careful and considerate evaluation project priorities. The Department had planned to allocate some money to update the inventory and condition assessment that was undertaken in 1999. This work has been deferred. We continue to support the Department of Administrative Services request to maintain a consistent and predictable stream of major maintenance funding and the department's request for \$20 million in routine maintenance for FY2010. Additionally, we are encouraging the department to begin planning now for additional major maintenance needs beyond FY2010. Without continued and increasing funding we will continue to lose ground in our work to repair and maintain our facilities.

The committee is also discussing other alternatives for funding. This may include a recommendation in 2009 that agencies be required to fund some repairs and improvements out of operating budgets.

The committee continues to utilize a Plan of Action to serve as the framework for discussing needs and progress. The 2008 plan is similar to that of 2007. The 2008 plan of action and a summary of the results are highlighted under Tab 1 of this report.

This Committee continues to promote the importance of prioritizing and coordinating repair projects on an enterprise-wide basis is an efficient and effective way to distribute limited funds. We look forward to continued progress in 2009 and we thank you for your support.

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Vertical Infrastructure Advisory Committee

Dennis Bennett, Norwalk

Gary Benshoof, Des Moines

Les Holland, Ames

Mary Krier, Ollie

Eve Palmer, Carlisle

Dan Prymek, Indianola

Terry Slinde, Clive

Attachments:

Tab 1—2008 Plan of Action and Summary of Results

Tab 2—Letters of Support

Tab 3—FY2006/FY2007/FY2008/FY2009 Major Maintenance Project Status Report

Tab 4—FY2009 Distribution of Routine Maintenance Funds

Tab 5—FY2009 Major Maintenance Funding Recommendations and FY2010 Capital  
Project Request Recommendations

## **2008 Plan of Action and Summary of Results**

In order to promote the importance of our assets and to ensure continued and increasing funding for major maintenance and routine maintenance, in 2008 we intend to:

- 1) Annually update a list of facts relating to state buildings and the maintenance needs for those buildings. This information will support the case for increased and permanent funding. Include information on:

- Demolition Planning, including criteria for demolition and factors that will promote the need for demolition funding.

### ***Results***

- The committee recommended a change in appropriation language that would allow for the use of major maintenance funding for demolition. The Dept. of Administrative Services successfully lobbied for the change and up to \$1 million in FY2009 funding can now be used for demolition.
- Routine Maintenance Planning

### ***Results***

- With a reduction in FY2009 funding for routine maintenance work from \$5 million to \$3 million, the plan is to stay the course and continue allocations to agencies and institutions on a square foot basis. Further work is needed to stress the importance of routine maintenance funding to decision makers. The FY2009 Routine Maintenance money was further reduced from \$3million to \$1.4 million due to the 2008 floods.
- Building Code and Related Issues

### ***Results***

- James Borwey, Iowa Workforce Development, Division of Labor Services, discussed safety changes required for hydraulic elevators installed prior to January 1, 1975, with the committee during the March 13, 2008, meeting in Anamosa and again at the May 8, 2008, meeting in Des Moines. With assistance from agency representatives, the Dept. of Administrative Services conducted a survey to determine the locations of elevators requiring this upgrade and has recommended a specific allocation of major maintenance funding to be used for these upgrades around the State.
- 2) Encourage agencies to invite legislators and local constituencies to all committee meetings, and document participation in periodic Plan of Action progress reports.

### ***Results***

- Patrick Callahan, Anamosa City Manager, attended the March 13, 2008, meeting in Anamosa.

## 2008 Plan of Action and Summary of Results

- Senator Robert Dvorsky, Coralville, Iowa, attended the July 10th, 2008, tour of Plum Grove in Iowa City.
  - Senator Daryl Beall, Ft. Dodge, attended the August 14th, 2008, meeting at Ft. Dodge Correctional Facility.
  - Newly elected legislators Annette Sweeney and Steve Sodder attended the November 13, 2008, meeting at the State Training School in Eldora.
  - The Vertical Infrastructure staff has established a meeting schedule for the entire year, and in coordination with institution representatives and the advisory committee, targeted invitations will be sent to legislative representatives in advance of each meeting.
- 3) Develop testimonials supporting the need for routine and major maintenance and how the maintenance funding is being put to work around the state on projects such as electrical distribution systems, roofing work and tuck pointing.

### ***Results***

- Refer to Letters of Support under Tab 2 of this Report
- 4) Provide updated information and facts to advocates throughout the state so they can help carry the message on maintenance needs and adequate funding.

### ***Results***

- DAS has begun to review and update the Survey of States last conducted in 2005.
- 5) Continue working with private sector and other groups with a common interest in major maintenance and routine maintenance funding that can spearhead the legislative effort to provide an adequate level of funding.

### ***Results***

- The Committee conducted a brainstorming session in August with input from a legislator (Senator Beall), a representative of Master Builders of Iowa and the DAS public information officer and legislative liaison.
- 6) Work with the Department of Administrative Services on consolidation of projects and alternative delivery systems for projects as a way of saving money.

### ***Results***

- DAS project managers, with assistance from DAS Purchasing and institution representatives, have successfully consolidated bidding work on a number of roofing projects around the state, and are exploring other types of projects that can be packaged in the same way.

## 2008 Plan of Action and Summary of Results

- 7) Deliver the message to the public that tax dollars are being well spent, through press releases and other means of public awareness.

### *Results*

- Committee members have developed a draft outline of a press release that could be targeted to local newspapers around the state, including general information as well as reports about work underway at specific locations.
- Work has begun with the Department of Administrative Services Marketing and Communications team to develop a marketing plan for the Vertical Infrastructure Advisory Committee. The plan is to tell the “story” about the State’s buildings so that the Legislature continues to fund the Major Maintenance and Routine Maintenance requests in the future.

The Plan of Action will require continued public sector support to develop the information, with private sector involvement to provide for more, consistent and permanent funding. The Plan of Action will be reviewed again in February, June and November and a report back to the Governor will be made on our progress and accomplishments after the June and November meetings and as part of the Annual Report to the Governor in December. Prepared by the Vertical Infrastructure Advisory Committee

Prepared by the Vertical Infrastructure Advisory Committee  
Approved February 14, 2008; Results reported throughout the year



# Letters of Support

## Support for the Work of the Vertical Infrastructure Advisory Committee

Several agencies and institutions have submitted e-mails, letters and photos to report on the accomplishments of the Vertical Infrastructure Program over the last year. Attachments are included from the following:

(The actual list of letters received will be provided to the committee on December 11 and the list below will be revised accordingly.)

- Department of Corrections
  - Central Office
  - Rockwell City
  - Anamosa
- Department of Cultural Affairs
- Department of Human Services
  - Office of the Director
  - Cherokee Mental Health Institute
  - Clarinda Mental Health Institute
  - Glenwood Resource Center
  - Independence Mental Health Institute
  - State Training School, Eldora
  - Woodward Resource Center
- Iowa Workforce Development
- Iowa Public Television
- Vocational Rehabilitation
- Iowa State Patrol
- Iowa Veterans Home, Marshalltown
- Department of Administrative Services
- Terrace Hill
- Alcoholic Beverages Division

# **FY2006/FY2007/FY2008/FY2009 Major Maintenance Project Status Report**

THE FOLLOWING SPREADSHEETS WILL BE INSERTED HERE

Status Report of Major Maintenance Project Off Complex  
Status Report of Major Maintenance Projects On Complex  
Status Report of Completed Major Maintenance Projects

## FY2009 Distribution of Routine Maintenance Allocations

For FY2009 the Department of Administrative Services received an appropriation of \$3 million for statewide routine maintenance. However, due to the floods, this number was reduced to \$1.4 million. The Vertical Infrastructure Advisory Committee recommended distribution of the funds on a square foot basis by agency, as has been done in the past. Funds have been distributed as follows:

<b>Agency, Institution or Facility Receiving Allocation</b>	<b>\$ Allocation</b>
Department of Commerce, Alcoholic Beverages Division	\$21,394.06
Department of Corrections, Anamosa State Penitentiary	\$85,678.34
Department of Corrections, Clarinda Correctional Facility	\$38,519.88
Department of Corrections, Fort Dodge Correctional Facility	\$39,568.84
Department of Corrections, Iowa Correctional Institution for Women	\$30,516.36
Department of Corrections, Iowa Medical and Classification Center	\$51,473.57
Department of Corrections, Iowa State Penitentiary	\$83,643.12
Department of Corrections, Mt. Pleasant Correctional Facility	\$56,100.33
Department of Corrections, Newton Correctional Facility	\$43,723.60
Department of Corrections, North Central Correctional Facility	\$20,284.67
Department of Cultural Affairs	\$12,032.88
Department of Administrative Services, General Services Enterprise, Capitol Complex Maintenance Division	\$253,307.80
Department of Human Services, Cherokee Mental Health Institute	\$70,104.19
Department of Human Services, Clarinda Mental Health Institute	\$66,225.37
Department of Human Services, Glenwood Resource Center	\$127,151.18
Department of Human Services, Independence Mental Health Institute	\$79,823.41
Department of Human Services, Iowa Juvenile Home	\$16,273.13
Department of Human Services, Mt. Pleasant Mental Health Institute	\$12,918.40
Department of Human Services, State Training School	\$39,316.15
Department of Human Services, Woodward Resource Center	\$105,224.75
Iowa Law Enforcement Academy	\$6,138.12
Department of Education, Iowa Public Television	\$10,543.96
Iowa Workforce Development	\$15,953.30
Department of Public Safety	\$21,088.50
Terrace Hill	\$3,681.66
Department of Veterans Affairs	\$82,397.45
Department of Education, Iowa Vocational Rehabilitation Services	\$6,916.98
<b>Total for All Agencies</b>	<b>\$1,400,000.00</b>

## FY2009 Major Maintenance Funding Recommendations and FY2010 Capital Project Request Recommendations

THE FOLLOWING SPREADSHEETS WILL BE INSERTED HERE

FY2009 Major Maintenance Project List—Recommendation from July 2008 meeting  
FY2010 Capital Project Requests—Recommendation from November 2008 meeting